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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART I. AFRICA

Section 3 - Burundi
(submitted by the High Commissioner)

GE.94-03500 (E)

BURUNDI

RWANDA
ZAIRE
UNITED REPUBLIC OF TANZANIA
BURUNDI
BUJUMBURA
Kiyonza
Giteranyi
Renga
Ntega
Kirundo
Gihororo
Giheta
Mugano
Mparamirundi
Kabarore
Busiga
Muyinga
Cibitoke
Rubura
Ngozi
Ntamba
Bubanza
Muramvya
Karuzi
Cankuzo
Ruvumu
Gitega
Ruyigi
Bururi
Rutana
Makamba
Lake Tanganyika
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
0
50
Km.
Capital
Town or village
Refugee/returnee locations
UNHCR Office

I.3 BURUNDI

Country overview

Characteristics of the refugee population

1. At 31 December 1993, the total refugee population in Burundi was 271,883, composed of 245,548 Rwandese, 25,970 Zairians and 365 refugees of various nationalities. Most of the Rwandese and Zairian refugees were living in rural areas, where they had settled with UNHCR assistance and had achieved some degree of self-sufficiency.

2. The breakdown of the refugee population was as follows:

Country of origin	Figures 31.12.92	Figures 31.12.93	Percentage M/W/C*	Places	Types of assistance
Rwanda	245 612	82 458	15/25/60	Bujumbura, others	CM, LS Not assisted
Zaire	25 782	4 243	15/25/60	Bujumbura, others	CM, LS Not assisted
Others**	351	50 315	80/10/10	Bujumbura	CM Not assisted

* M = men over 18; W = women over 18; C = children.

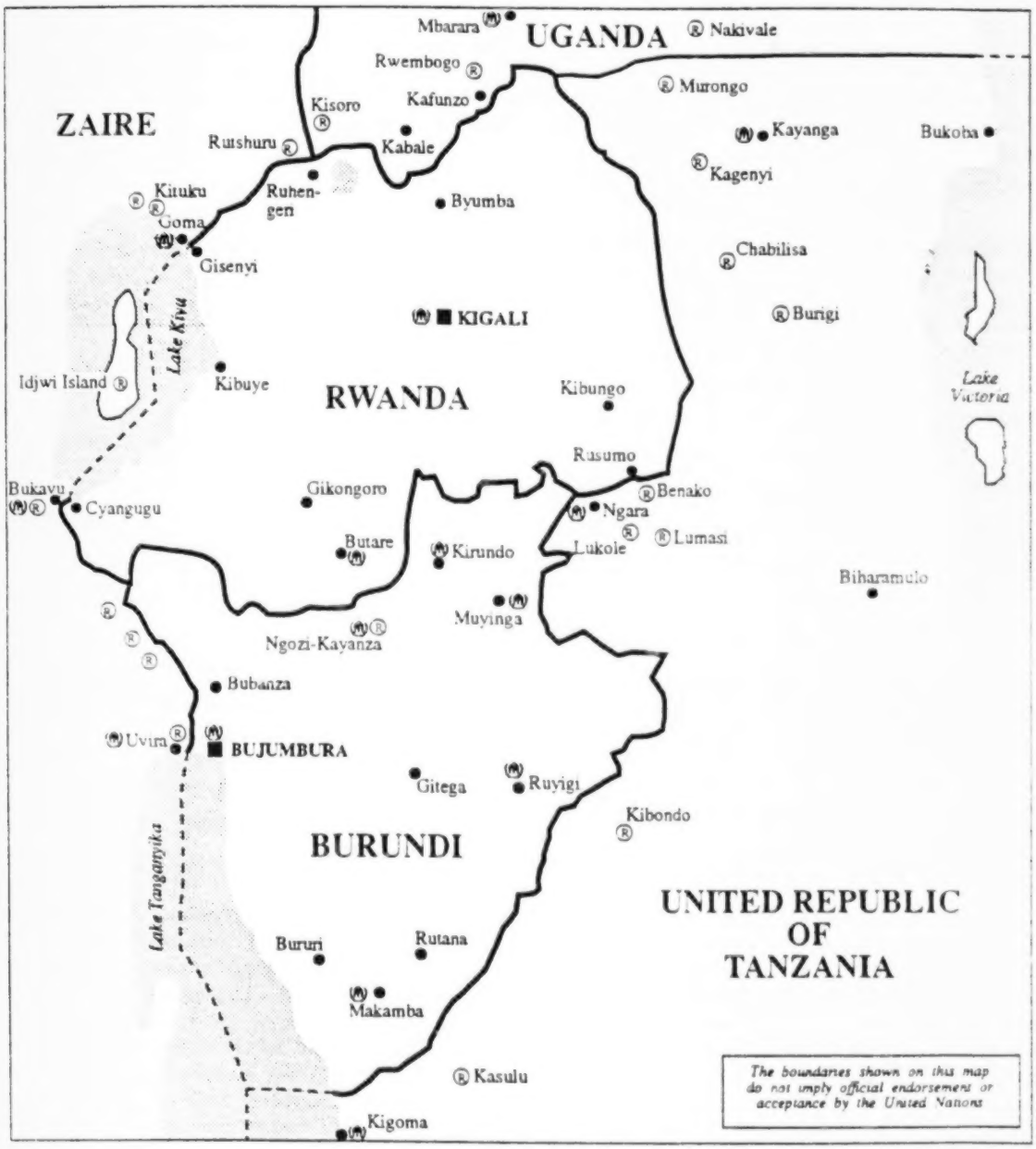
** Country of origin: Uganda, Somalia, Ethiopia, Kenya, Malawi, Niger, Republic of South Africa, Angola, Sudan.

3. The Rwandese refugees, who are of Tutsi origin, arrived in the late 1950s and early 1960s. They are herders and farmers and most of them are relatively well integrated in the socio-economic fabric of their host country's society. The Zairians are mainly from urban areas in the provinces of Shaba and Kivu. In late 1993, 4,243 persons continued to receive direct assistance from UNHCR, including 200 refugees who arrived at the end of 1993.

Major developments (1993 and first quarter 1994)

4. At the time when the country was embarking on an unprecedented democratic experiment with the election by universal suffrage of a new president from the Hutu ethnic majority and of a national assembly, the scope and speed of the reforms undertaken disturbed some sectors of the army. An attempted coup d'état was carried out in the night of 20 to 21 October 1993, leading to the death of the President of the Republic, the President of the Assembly and high-ranking Government officials. These events set off an explosion of violence which caused thousands of victims in certain regions and a large-scale displacement of several thousand persons to neighbouring countries.

AREAS AFFECTED BY THE BURUNDI AND RWANDA CRISES



5. The gradual stabilization of the political situation and the re-establishment of national institutions allowed the spontaneous return, during the first quarter of 1994, of some 185,000 Burundian refugees, particularly from Tanzania. UNHCR took part in a fund-raising appeal launched by the United Nations Department of Humanitarian Affairs (DHA) in cooperation with other United Nations agencies to cover the needs of these returnees and of persons displaced in the regions of return for the period from 1 March to 31 August 1994.

6. The deaths of the Presidents of Burundi and Rwanda on 6 April 1994 did not have as dramatic an impact in Burundi as in Rwanda, where civil war broke out again and led to new inter-ethnic massacres. This violence speeded up the return of Burundian refugees from Rwanda and the inflow of about 75,000 Rwandese refugees at the end of May 1994.

Programme objectives and priorities

Rwandese refugees

7. Because of the instability in Rwanda, the number of new Rwandese refugees may still increase. The objectives of the UNHCR Branch Office are to strengthen reception facilities by setting up transit camps and viable sites in northern Burundi and to cover emergency needs by means of an increase in funding.

8. The civil war and the massacres which took place in Rwanda jeopardized the voluntary repatriation of the Rwandese refugees who had arrived in the 1950s and 1960s. The objective of the UNHCR Branch Office is thus to continue to provide assistance in the form of care and maintenance and to facilitate the local settlement of these refugees pending their voluntary repatriation.

9. The voluntary repatriation of Rwandese refugees in accordance with the Arusha Agreements was being organized even though the joint assessment by the United Nations Development Programme (UNDP) and UNHCR of the socio-economic conditions of the Rwandese refugees in all host countries could not be carried out. As soon as conditions of security permit, priority in the repatriation programme will be given to vulnerable groups and those benefiting from care and maintenance in Bujumbura. UNHCR will then start the voluntary repatriation of the entire caseload.

Zairian refugees

10. The objective of the UNHCR Branch Office will be to promote the local settlement of Zairian refugees through job opportunities and income-generation projects. Some refugees will be able to settle in rural areas identified by the Government, while the others may opt for repatriation.

Other refugees

11. Assistance to urban refugees in the fields of education and counselling will continue in Bujumbura. These refugees have very few possibilities of

local settlement in towns. The events of October 1993 also affected them directly. There are plans to transfer those who so wish to sites where they would have more chance of integrating.

Resettlement

12. Although many Rwandese refugees are candidates for resettlement, the Branch Office's objective for 1994 is to give priority to vulnerable cases and those who have been refugees for a long time.

Return of Burundian refugees

13. Protection and assistance activities for persons who returned spontaneously or with UNHCR assistance will continue, particularly in the provinces of Kayanza, Kirundo, Ruyigi, Muyinga and Makamba.

14. The reception of returnees and their reintegration are the main objectives of the establishment of the programme on behalf of the Burundians. Priority will be given to those who fled the violence of October 1993. Rural reintegration sites will have to be built by UNHCR

Arrangements for implementation/related inputs

Rwandese refugees

15. Assistance for Rwandese refugees is being implemented by several agencies, such as Caritas and the Adventist Development and Relief Agency International (ADRA). The "Bureau diocésain de développement de Muyinga" (BDDM) is responsible for implementing care and maintenance assistance for Rwandese refugees in the Nyaruhengeri region.

Other refugees

16. Through the local immigration services, the Ministry of the Interior is responsible for issuing identity cards for refugees. Assistance to other refugees is implemented directly by UNHCR.

Return of Burundian refugees

17. The Ministry of Returnees and Reintegration and the National Repatriation Commission have been set up since the formation of the new Government. The Commission is responsible for coordinating the return and reintegration of Burundian returnees. The Ministry of the Interior communicates statistics on spontaneous returnees to UNHCR.

18. The size of the spontaneous return movement by Burundian refugees since the beginning of the year has increased the number of agencies involved in the reintegration process. Many agencies responded rapidly to the emergency situation in the country in order to deal with the health problems of the displaced persons and spontaneous returnees. With the new inflow of refugees, it was necessary to increase the number of non-governmental organizations (NGOs) working with UNHCR and agreements were signed mainly with Caritas, CARE (Canada), Médecins sans Frontières-France and Belgium (MSF-France and

Belgium) and the Federazione Organismi Cristiani Servizio Internazionale Voluntario (FOCSIV). The operational partners all provided contributions in kind to assist the returnees and displaced persons.

19. In the food aid sector, the World Food Programme (WFP) responded to this emergency by mobilizing its regional resources, primarily from Uganda. WFP provided in the DHA appeal for supplies of basic food items amounting to $35 million to assist 923,000 persons, including displaced persons, returnees and Rwandan refugees.

20. Bilateral agencies such as "Coopération française" and "Coopération belge" have undertaken assistance activities for refugees and affected persons. The International Committee of the Red Cross (ICRC), the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO) are also taking part in humanitarian assistance in Burundi in the health field. Additional activities managed by other United Nations agencies will be involved in agriculture and education.

General Programmes

(a) Variations in planned activities in 1993

21. At the end of 1993, UNHCR registered about 400 new arrivals from Rwanda and Zaire. The number of beneficiaries of care and maintenance increased substantially during the last quarter as a result of the impact of the civil war on the refugees. The General Programmes budget for care and maintenance was increased in late 1993 to cover the needs of refugees who had become displaced persons inside Burundi. The number of needy persons in Bujumbura receiving medical care increased by 2,700 during the last quarter of 1993.

22. The elections held in Burundi in July 1993 were won by the main opposition party and a President from the Hutu majority came to power. An amnesty act was promulgated by the new Government and the number of Burundian refugees wishing to return to Burundi from neighbouring countries then increased considerably. The Branch Office had to expand its activities to ensure the reception and integration of these returnees.

23. Funds incurred against the General Allocation for Voluntary Repatriation had been made available in early 1993 and, in Makamba, UNHCR had done the groundwork by purchasing equipment, repairing infrastructures and setting up a reception and land identification office for returnees. Food items were also bought locally with funds from the General Allocation for Voluntary Repatriation, pending WFP's agreement to provide food for returnees.

24. Of the 9,876 returnees registered and assisted by UNHCR in 1993, over 80 per cent arrived between mid-August and mid-October 1993, at a rate of 1,000 persons per week, from Rwanda, Tanzania and Zaire. The returnees' demand for land nevertheless became a major problem because of the difficulties the authorities encountered in identifying appropriate sites. It was also clear that educational facilities and food resources were lacking. UNHCR was putting the finishing touches on its fund-raising appeal to finance the voluntary repatriation programme when the attempted coup d'état and new population movements took place.

(b) 1994 planned implementation

Rwandese, Zairian and other refugees

25. In 1994, Rwandese and Zairian refugees should continue to be regarded as refugees under the prima facie procedure. The cases of persons of other nationalities requesting asylum will be analysed on an individual basis.

26. Following the events of October 1993, UNHCR set up larger-scale assistance for Rwandese and Zairian refugees in the first few months of 1994. Since the 1994 budgets had been submitted and adopted prior to the events of October 1993, it became essential to increase the care and maintenance allocation in order to deal with the assistance needs of 8,000 Rwandese refugees who had become displaced persons and of several hundred needy families in Bujumbura.

27. The Branch Office will therefore focus its efforts on encouraging the return of Rwandese refugees displaced from their land in Burundi. However, it is likely that some of them will decide to stay in the camps, particularly the Nyaruhengeri camp where they had taken refuge. They expect to be repatriated as soon as the situation in Rwanda becomes stabilized. Medical and social assistance has been increased to meet the needs of these refugees. WFP, for its part, is giving them food. Particular attention is being paid to orphans, widows and disabled persons affected by the violence of October 1993. UNHCR will also help to rebuild infrastructures in rural areas with large concentrations of Rwandese refugees.

28. Direct educational subsidies will be granted to about 1,000 primary-school pupils and 877 secondary-school students. Several schools with large numbers of refugee students will receive funds to finance projects to improve their services and facilities.

Return of Burundian refugees

29. After the designation of the new President of the Republic in January 1994, many spontaneous returns were recorded in the Makamba region and in other parts of the country such as Kayanza, Kirundo, Muyinga and Ruyigi. Until the funds from DHA appeal are made available, $3,303,400 have been incurred against the General Allocation for Voluntary Repatriation to meet these refugees' needs. As a result of the situation in Rwanda, most of the Burundians have returned to their country and UNHCR has set up a large registration, transport and reception operation for the returnees in order to create optimal conditions for their reintegration.

30. UNHCR has gradually set up many projects for the distribution of material assistance and has promoted community activities for the affected population in the regions of return. This material assistance is composed mainly of domestic items, tools, seeds and building materials. UNHCR is coordinating supplies of basic food items and repairs of facilities for primary health care and agricultural services.

31. UNHCR is strengthening the local authorities' capacity to coordinate operations, plan medium-term needs and manage the reintegration of displaced persons. It is also liaising with NGOs which are implementing assistance programmes in regions where it cannot do so itself.

The Rwandese crisis

32. When the civil war in Rwanda broke out in April 1994, a large number of Rwandese were exiled to Burundi. In order to meet their immediate needs, an initial allocation of $300,000 was incurred against the Emergency Fund to purchase tents, blankets and light vehicles, pending the results of the fund-raising appeal launched in May 1994.

(c) 1995 programme proposals

Care and maintenance

33. The 1995 allocation will enable UNHCR to continue providing long-term assistance for a total of 24,700 refugees, most of whom are Rwandese residing in Bujumbura and in the countryside. This assistance will include subsistence allowances, medical care and social welfare support and will be provided to the neediest refugees, such as widows, orphans and elderly persons. Assistance will be given to displaced refugees who do not wish to return to their land in Burundi and who would prefer to stay in the camps until conditions of security in Rwanda enable them to go back there.

34. The proposed budget for care and maintenance does not yet include any heading for assistance to new Rwandese refugees who arrived after the start of the conflict in April 1994. Since the situation in Rwanda is explosive, this document will be updated in September 1994, together with general funding requirements.

Local settlement

35. In order to give refugee children a chance for the future, school enrolment under the UNHCR project is the main type of assistance that will be provided.

Resettlement

36. Individual vulnerable cases and medical cases will continue to be presented to potential countries of resettlement and, if they are not accepted, the costs will be covered by a Headquarters project.

Special Programmes

Education Account

37. The allocations for the 1994-1995 and 1995-1996 academic years cover scholarships for 135 beneficiaries who will study at the University of Bujumbura and in other post-secondary institutions.

Burundian returnees

(a) 1994 planned implementation

38. UNHCR participated in the DHA fund-raising appeal in the amount of $9.8 million for the period from 1 March to 31 August 1994. The needs of 500,000 persons who might return in 1994 were also included in the UNHCR fund-raising appeal of May 1994 and will be included again in the UNHCR fund-raising appeal of July 1994 (see Overview of Developments in Africa and Regional Special Programmes).

39. UNHCR has prepared non-food assistance modules, each one covering the needs of 100,000 persons. These modules include domestic items, plastic sheeting and other necessary articles. Small projects will be funded to facilitate brick-making and house building and to strengthen social welfare services in reception areas. With the cooperation of UNHCR and NGOs, the local authorities will directly select the beneficiaries of this assistance, who will be mainly women and persons at risk.

(b) 1995 programme proposals

40. The activities undertaken in 1994 will be continued in order to complete, if possible, the repatriation of all Burundians who wish to return. The problem of the availability of cultivable farm land for returnees will be discussed with all partners in order to find a viable solution. The outcome of these discussions will determine needs for 1995.

Rwandese refugees

(a) Variations in planned activities in 1993

41. The signature by the Government of Rwanda and the Rwandese Patriotic Front (RPF) of a peace agreement in August 1993, raised many hopes of solving the oldest refugee problem in sub-Saharan Africa. However, the October 1993 violence wrecked the initial planning of durable solutions for Rwandese refugees in Burundi.

42. The joint UNDP-UNHCR assessment of the socio-economic needs of Rwandese refugees in Burundi, which was to be financed by UNDP, could not take place for security reasons. However, UNHCR was able to update its files on Rwandese refugees registered in Burundi.

(b) 1994 planned implementation

43. Because of delays in the establishment of the broadly representative Government in Rwanda, UNHCR was unable to undertake any activity in the first quarter of 1994 in the context of the Arusha Agreements and the Dar-es-Salaam Plan of Action.

44. Instead, the events of 6 April 1994 in Rwanda led to a new inflow of Rwandese refugees to Burundi. The UNHCR fund-raising appeal of May 1994 covers the initial needs of this new group of refugees for a three-month period. The appeal amounts to a total of $56.7 million and covers the needs

of Rwandese and Burundian refugees in Burundi, Rwanda, Tanzania, Uganda and Zaire, as well as the needs of 500,000 potential Burundian returnees. After a study of long-term needs, a new appeal will be made in July 1994 to cover the needs of these groups up to the end of 1994 (see Overview of Developments in Africa and Regional Special Programmes).

Latest developments

45. A new inflow of Rwandese refugees to Burundi began in mid-July. According to the latest estimates, over 100,000 persons have arrived since then. It is foreseen that the needs of this new group of refugees will be covered by contributions collected during the July 1994 fund-raising appeal.

(c) 1995 programme proposals

46. UNHCR will have to review the entire situation during the second half of 1994 and an update of needs for 1995 will be prepared in September 1994.

Trust Funds

47. The Albert Einstein German Academic Initiative (DAFI), which is financed by the German Government, will award 90 scholarships for the 1994-1995 academic year and the same number for 1995-1996; it is covered by a regional project.

Programme delivery and administrative support costs

(a) Variations in planned activities in 1993

48. Expenditure in 1993 did not exceed the revised budget. The post of local Logistics Officer created at the end of 1992 was converted towards mid-1993 to the post of National Repatriation Officer. The two local staff posts created on 1 July 1993 for the repatriation of Burundians were filled. The international staff based in Makamba was temporarily recalled to Bujumbura in October 1993 because of the security situation. A SITOR communications system was established in Bujumbura and Makamba.

(b) 1994 planned implementation

49. The revised estimates for 1994 are considerably higher than the initial estimates. The deployment of an emergency team in February 1994 enabled UNHCR to take the appropriate measures when the spontaneous returnees arrived. In addition to its official establishment in Makamba, UNHCR opened four sub-offices in the regions on the borders with Tanzania and Rwanda: Kirundo, Muyinga, Ruyigi and Kayanza.

50. A total of 32 posts, 14 for international staff and 18 for local staff, were created from 1 April 1994 to 31 December 1995. Four posts for local staff, including the National Officer, which were to be eliminated either in June or in December 1994, were extended until late December 1995. An international post which was to be eliminated in December 1994 was also extended until December 1995. The staff of the new UNHCR offices has made it possible to deal with the inflow of Rwandese refugees since April 1994.

51. The revised estimates thus cover human resources requirements and the operating costs of the UNHCR Branch Office and five sub-offices; these costs are fully covered under Special Programmes by the May and July 1994 fund-raising appeals.

(c) 1995 programme proposals

52. The initial estimates for 1995 are slightly lower than the 1994 revised budget primarily as a result of the fact that most non-expendable items will be purchased in 1994. The staff who took up their posts in 1994 will be maintained in 1995 to ensure the effective monitoring of the voluntary repatriation programme and the assistance programme for Rwandese and other refugees and in order to start voluntary repatriation activities for Rwandese refugees as soon as possible.

UNHCR EXPENDITURE IN BURUNDI

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
–	–	300.0	EMERGENCY FUND	–
321.4 a/	208.5	390.0	CARE AND MAINTENANCE	673.4
2,422.9 b/	109.2	3,303.4 d/	VOLUNTARY REPATRIATION	–
358.2 c/	380.3	73.0	LOCAL SETTLEMENT	81.6
3,102.5	698.0	4,066.4	SUB – TOTAL OPERATIONS	755.0
225.0	236.3	–	ADMINISTRATIVE SUPPORT See Annexes I b and II b	–
3,327.5	934.3	4,066.4	T O T A L (1)	755.0
SPECIAL PROGRAMMES (2)				
110.1	121.3	121.3	EDUCATION ACCOUNT 135 university scholarships	125.0
–	–	23,545.5	BURUNDI / RWANDA EMERGENCY	*/
–	–	2,204.5	PROGRAMME DELIVERY See Annexes I a and II a	1,934.0
–	–	204.4	ADMINISTRATIVE SUPPORT See Annexes I b and II b	132.6
24.4			OTHER TRUST FUNDS	
22.9	35.5	72.8	ADMINISTRATIVE SUPPORT Junior Professional Officer	72.8
157.4	156.8	26,148.5	T O T A L (2)	2,264.4
3,484.9	1,091.1	30,214.9	GRAND TOTAL (1+2)	3,019.4

a/ of which US$ 205 incurred against overall allocation
b/ obligation incurred against the General Allocation for Voluntary Repatriation
c/ of which US$ 2,052 incurred against overall allocation
d/ allocated from the General Allocation for Voluntary Repatriation
*/ requirements not yet known

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